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COUNCIL ON ENVIRONMENTAL QUALITY

722 JACKSON PLACE, N. W.

WASHINGTON, D. C. 20006

March 3, 1972

Memorandum of ConversationSubject: US/USSR Environmental Agreement

Participants: Ambassador Dobrynin  
Mr. Sakovich, Cultural Counselor, Soviet Embassy

Chairman Train, CEQ  
Dr. MacDonald, CEQ  
Deputy Assistant Secretary Richard T. Davies,  
Department of State  
Christian Herter, Jr., SCI/EN, Dept. of State  
Jack Perry, EUR/SOV, Dept. of State  
W.A. Hayne, CEQ  
H.H. Janin, CEQ

Date and Place of Meeting: March 3, 1972 at CEQ

Copies to: American participants  
Amembassy MOSCOW  
Mr. Helmut Sonnenfeldt

In response to an opening question from Ambassador Dobrynin, Chairman Train explained the role and functions of CEQ. Turning to the substance of the meeting, Chairman Train observed that the President has attached high priority to improving our international environmental contacts and opportunities for cooperation. Touching briefly on our multilateral contacts and our bilateral arrangements with Canada and Japan, Chairman Train said we had carefully noted the numerous indications of Soviet interest in environmental cooperation with the US, and that the US was equally interested in developing a strong environmental program with the USSR.

Chairman Train said that we proposed to explore with the USSR the desirability of the heads of state agreeing in principle at the Summit in May to develop a bilateral environmental agreement. This would go beyond the existing Exchanges

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agreement and would include new initiatives such as the development of joint working projects. Chairman Train gave the Ambassador a paper containing both a brief description of ten areas for possible US/USSR cooperation and some points which might eventually be included in the agreement itself.

Ambassador Dobrynin, Chairman Train, and Mr. Davies then discussed the relationship between this proposal and the existing Exchanges Agreement. It was understood that the US proposal would be a separate agreement. Pending the conclusion of any such agreement, negotiations should go ahead on the eleven environmental items on environmental cooperation already proposed for the 1972 Exchanges Agreement. If an environmental agreement were concluded, these topics would later be subsumed under its umbrella.

Ambassador Dobrynin said that while he could not speak for his government, he personally approved of a bilateral environmental agreement and believed it would be favorably received in Moscow. Going beyond what Chairman Train had said, the Ambassador repeatedly made the point that since his government did not have a single central agency to deal with the environment, it would be highly desirable for us to provide him with a draft agreement showing as many specific details of our proposal as possible. He stressed that an official communication of this sort was necessary to rivet the Soviet bureaucracy's attention on a bilateral agreement and to permit high-level coordination. Otherwise, he said, various parts of the US proposal would be farmed out to different ministries and long delays and inaction would result.

The Ambassador raised the subject of the heads of government actually signing a bilateral agreement in May, and spoke very favorably about this possibility. The previous remarks of the Chairman and Secretary Davies covered the possibility of an "agreement in principle" at the Summit, and no direct response was made to the Ambassador's suggestions.

Ambassador Dobrynin said that he would communicate the substance of the conversation to Moscow but would not send the details of the ten areas for mutual cooperation until the US could provide him with a more detailed draft agreement.

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It was agreed that the US would provide further information on the bilateral agreement within about two weeks, and that there would be no public disclosure of this project.

(Given to Ambassador Dobrynin)

Suggested Areas for Bilateral Environmental Cooperation

1. Water Problems

The U. S. and U.S.S.R. should exchange information and develop pilot projects for water purification systems and waste water treatment plants. The proposal might include joint work on the environmental problems of rivers and the eutrophication of lakes. Lake Baikal and Lake Tahoe might be "twinning." Experiences with pollution from pulp paper plants could be compared, with the aim of improving existing technology. In addition, joint studies of river basins could be profitably undertaken.

2. Solid Waste Management

The U.S. and U.S.S.R. should jointly study and undertake pilot projects in solid waste problems and treatment. Attention would focus on (1) processing and recovery of metal, mineral and energy values from urban solid wastes; (2) utilization and disposal of solid wastes from mineral industries; (3) extracting residual minerals from petroleum industry wastes; (4) disposal and utilization of hazardous industrial chemicals; (5) reuse and disposal of ash from power generating plants; (6) disposal and utilization of agricultural wastes; (7) disposal and storage of radioactive wastes from commercial sources.

3. Biological Consequences of Environmental Pollution

The U.S. and U.S.S.R. should establish a joint working group to determine "environmental criteria." This would involve identifying the points at which specific pollutants or toxic substances begin to cause measurable damage to humans, animals, and plants.

While standards of ambient air and water quality may properly differ from country to country and region to region, this basic criteria of damage to a given organism from a given dosage would presumably apply worldwide.

4. The Effects of Pollution on Marine Life

A. U.S. -U.S.S.R. task force would direct research to study the effects of pollution, including oil spills on marine life. Joint oceanographic expeditions would study selected maritime areas in depth.

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5. The Economics of Pollution and Pollution Clean-up

U.S. and Soviet economists would trade information and methodology for measuring (a) the social costs of pollution, (b) the social costs of pollution clean-up, and (c) cost/benefit ratios. A joint U.S. -U.S.S.R. task force would select scholars and other experts to travel and work in both the U.S. and U.S.S.R.; would designate points of contact for exchange of informal correspondence; and would host seminars, in conjunction with universities, etc., on the economics of the environment.

6. Earthquake Predictions

The U.S. and U.S.S.R. should undertake joint research projects on earthquake prediction, including long-term exchanges of specialists and exchange of research results.

7. Oil Pollution

The U.S. and U.S.S.R. would exchange existing information and develop new techniques of oil pollution prevention and control, including both accidental and deliberate discharges. This would include problems of ship design, and the transportation and storage of petroleum.

8. The Arctic and Subarctic Environment

A joint working group would be established to direct subgroups conducting research on the arctic and subarctic environment. Rather than confining itself to information exchange, the task force would seek the active involvement of U.S. and U.S.S.R. scientists in joint research projects in the laboratories and cold regions of each country. These projects would result in jointly-authored research papers and a general increase of knowledge about these areas.

9. Increasing Agricultural Productivity in Arid or Semi-Arid Lands

The U.S. and U.S.S.R. should carry out joint studies and practical experiments on water management in arid and semi-arid areas. Investigation of salinity control, fertilizer run-off, and related areas of water management should also be undertaken.

Wildlife

The U.S. and U.S.S.R. should exchange information and conduct joint research in wildlife management, with special attention to endangered species. A US-USSR task force should organize subgroups to study the following general areas: (1) wildlife information exchange, including taxonomic collections; (2) wildlife research and surveys; and (3) wildlife management and technology (with special emphasis on promoting international agreements or other needed actions to protect polar bears and marine mammals, including whales). In addition, specific exchanges of animals could be included.

B. Some Key Points for Bilateral Agreement

1. The US and USSR will exchange information and conduct cooperative activities by various means as mutually agreed, including but not limited to, joint working groups of experts, technical symposia, pilot projects, and visits of experts.

2. In addition to the areas of bilateral cooperation initially agreed upon, other subjects of mutual interest in the fields of ecology and environment may be considered at any time.

3. Each Government will designate a principal coordinator responsible for implementing its part of the cooperative program. Each coordinator may designate other individuals or organizations to assume responsibility for carrying out certain tasks under the agreed program.

4. The implementation of the agreement should be subject to the provisions of Section I of the US-USSR Agreement on Exchanges and Cooperation in the Scientific, Technical, Educational, Cultural and Other Fields signed at Moscow \_\_\_\_\_, 1972.



3/6/72

Draft Agreement on Cooperation  
Between the United States of America and  
the Union of Soviet Socialist Republics  
in the Fields of Ecology and Environment

The Government of the United States of America and the  
Government of the Union of Soviet Socialist Republics:

Taking into account that the protection and enhancement of  
the environment are of great significance for the USA and  
USSR and also for all other countries;

Recognizing that contemporary scientific, technical, and  
managerial achievements can, if applied with adequate know-  
ledge or control of their effects, improve man's ability to  
live in harmony with his environment;

Considering that economic and social development for the  
benefit of future generations requires the protection and  
enhancement of the human environment today;

Have agreed as follows:

- I. The Parties will engage in broad scientific, tech-  
nical, and managerial cooperation in fields involving  
the environment in accordance with the provisions of  
this Agreement.
- II. The Parties will exchange information and conduct  
cooperative activities by various means as mutually  
agreed, including but not limited to, joint working  
groups of experts, technical symposia, pilot projects,  
and visits of experts.
- III. The Parties undertake to study the possibilities for  
cooperation in the following fields: water problems,  
solid waste management, biological consequences of  
environmental pollution, effects of pollution on  
marine life, economics of pollution and pollution  
clean-up, earthquake predictions, the Arctic and  
subarctic environment, increasing agricultural  
productivity in arid or semi-arid lands, and wildlife.  
Other subjects of mutual interest in the fields of  
ecology and environment may be considered at any time.

- IV. Each Party shall designate a principal coordinator responsible for implementing its part of the cooperative program. Each coordinator may designate other individuals or organizations to assume responsibility for carrying out certain tasks under the agreed program.
- V. The implementation of this Agreement shall be subject to the provisions of Section I of the US-USSR Agreement on Exchanges and Cooperation in the Scientific, Technical, Educational, Cultural and Other Fields signed at Moscow \_\_\_\_\_, 1972.
- VI. Nothing in this Agreement shall be construed to prejudice other arrangements for cooperation between the two countries.
- VII. This Agreement shall enter into force upon signature and shall remain in force for five years unless extended by mutual agreement. The termination of the Agreement shall not affect the validity of any arrangements made under the present Agreement.

In witness whereof, the undersigned, duly authorized, have signed the present agreement.

Done, in duplicate, in the English and Russian languages, both equally authentic, at \_\_\_\_\_ this

For the Government of the  
United States of America

For the Government of the  
Union of Soviet Socialist  
Republics